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# UNITED NATIONS POPULATION FUND
# PROPOSED PROJECTS AND PROGRAMMES

## Recommendation by the Executive Director
## Assistance to the Government of the Republic of Sudan
## Support for an interim population programme

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| Proposed UNFPA assistance: | $6.5 million |
| Estimated value of the Government's contribution: | To be determined |
| Duration: | Two years |
| Estimated starting date: | January 1995 |
| Executing agencies: | Government of Sudan<br>United Nations and United Nations agencies and organizations<br>National and international non-governmental organizations (NGOs) |
| Government coordinating agency: | Ministry of Finance |

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Sudan

Demographic facts

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|---|---|---|---|
| Population (000) | | Average annual change (000) | |
| Total | 28,098 | Population increase | 796 |
| Males | 14,106 | Births | 1,154 |
| Females | 13,992 | Deaths | 358 |
| Sex ratio (/100 females) | 100.8 | Net migration | 0 |
| Urban | 6,915 | Annual population total (% growth) | 2.65 |
| Rural | 21,183 | Urban | 4.69 |
| Per cent urban | 24.6 | Rural | 1.94 |
| Population in year 2000 (000) | 32,079 | Crude birth rate (/1000) | 38.4 |
| Functional age groups (%) | | Crude death rate (/1000) | 11.9 |
| Young child: 0-4 | 16.8 | Net migration rate (/1000) | 0.0 |
| Child: 5-14 | 27.0 | Total fertility rate (/woman) | 5.37 |
| Youth: 15-24 | 19.7 | Contraceptive prevalence rate (% 15-44) | 5 |
| Elderly: 60+ | 4.7 | Gross reproduction rate (/woman) | 2.83 |
| 65+ | 2.9 | Net reproduction rate (/woman) | 2.08 |
| Percentage of women aged 15-49 | 46.2 | Infant mortality rate (/1000) | 71 |
| Median age (years) | 17.8 | Maternal mortality rate (/100,000) | 660 |
| Dependency ratios: total | 87.7 | Life expectancy at birth (years) | |
| (/100) Aged 0-14 | 82.2 | Males | 53.6 |
| Aged 65+ | 5.5 | Females | 56.4 |
| Agricultural population density (/hectare of arable land) | 1.2 | Both sexes | 55.0 |
| Population density (/sq. km.) | 11.0 | GNP per capita (U.S. dollars, 1992) | .. |

Sources: Population density on arable land is derived from The State of Food and Agriculture 1991 issued by the Food and Agriculture Organization of the United Nations; gross national product per capita: World Bank, World Development Report 1994. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1995; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of Economic and Social Information and Policy Analysis of the United Nations, World Population Prospects: The 1994 Revision. Figures for urban-rural average annual change are from World Urbanization Prospects: The 1994 Revision and are five-year averages for 1990-1995. Figures for maternal mortality are for 1980-1990; figures for contraceptive prevalence rates are for currently married women aged 15-44. Both are from table 5 of World's Women: Trends and Statistics, 1970-1990, New York, United Nations, 1991 (ST/ESA/STAT/SER.K.8). Two dots (..) indicate that data are not available.

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# I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support an interim programme in the amount of $6.5 million, over a two-year period starting January 1995, to assist the Government of Sudan in achieving its population and development objectives. The proposed programme would follow a previous interim programme for 1992-1993, which was extended through 1994. It would prepare the groundwork for a comprehensive programme designed to start in January 1997.

2. Owing to the economic, environmental and socio-political problems facing the country and in line with the Government's short-term planning strategy, the proposed UNFPA programme is designed to be an interim one, covering a period of two years. The proposed UNFPA programme takes into account: (a) the country's priorities as identified in the Comprehensive National Strategy Plan (1992-2002); (b) the recommendations of the Fourth National Population Conference conducted in May 1994; (c) the recommendations of the external sectoral review and project identification mission undertaken in August 1994; (d) the outcome of meetings and consultations with representatives of the Government, non-governmental organizations (NGOs), United Nations agencies and others active in the population field; and (e) the Government's decentralization policy, which has divided Sudan into 26 states to replace the previous configuration of 9 states.

3. The proposed interim programme is designed to lead into the third programme cycle, which will be prepared in 1996 on the basis of the Programme Review and Strategy Development (PRSD) mission scheduled for 1995. In light of General Assembly resolution 47/199 on the formulation of the country strategy note, the third country programme for Sudan will be carried out over the period 1997-2001 in order to synchronize its programme cycle with those of UNICEF and UNDP and with the Government's Comprehensive National Strategy Plan.

4. The primary objective of the proposed interim programme is to extend integrated reproductive health and family planning (RH/FP) services and information to poor and disadvantaged segments of the population in order to, among other things: (a) reduce maternal and child mortality; (b) combat the spread of sexually-transmitted diseases (STDs), including HIV/AIDS; and (c) discourage harmful traditional practices against women and girls.

5. Sudan is the largest country in Africa in terms of area. According to the 1993 census, it has a population of some 25 million, which is expanding rapidly at the rate of 2.9 per cent a year. The country cannot sustain such a rate of increase. It is still embroiled in a civil war between the northern and southern parts of the country, and there are severe economic problems, including large deficits in both the budget and balance of payments. Of longer term significance, there are serious environmental problems including deforestation and desertification. Despite these conditions, the Government feels that the overall rate of population growth is not a problem, but it does feel that the rates of maternal and infant mortality are too high, and it wishes to reduce migration from rural to urban areas. One of the priorities of the proposed programme is to set up the National Population Council, whose establishment was agreed upon by the Government in May 1994 and which will function under the patronage of the President and under the chairmanship of the Minister of Social Planning. The

National Population Council will work to integrate population variables into the country's development planning.

6. In light of the widespread unmet need and the limited resources available, UNFPA proposes to continue the work of its previous interim programme by concentrating its efforts in the eastern region of the country (recently transformed from one state into three states) and in refugee camps outside of Khartoum as well as in the organized labour sector in Khartoum. Emphasis would be focused on RH/FP activities channeled through the Sudan Family Planning Association and the Ministry of Health. In addition, the Fund would work closely with Ahfad University for Women and the Government in trying to eradicate harmful traditional practices against women (e.g., female genital mutilation) that are damaging to the reproductive health of women.

## II. BACKGROUND

7. Sudan is the largest country in Africa, covering a surface area of nearly 2.5 million square kilometres. The country is characterized by diversity both in its ecology, which ranges from tropical forests to arid deserts, and in its population, which is composed of 600 ethnic and tribal groups speaking over a 100 languages. Most of the population in the northern, eastern and western parts of the country are Arabic-speaking Muslims, while the inhabitants of the south are mainly Christians.

8. Demographic trends. According to the 1993 census, Sudan's population is estimated at 25 million, 78 per cent of which is rural and 22 per cent urban. The population is increasing rapidly at about 2.9 per cent a year. (For United Nations estimates, see page 2.) The growth rate in urban areas (4.6 per cent) is almost twice that in rural areas (2.4 per cent), reflecting the high rate of rural-to-urban migration. Although the overall population density is low (10 persons per square kilometre), about 30 per cent of the land is desert. The displacement of people resulting from droughts, desertification and insurgency is a major concern to the Government.

9. High fertility is the main factor in the rapid growth of the country's population: The crude birth rate, according to the United Nations, is estimated at 38.4 per 1,000 and the total fertility rate at 5.4 births per woman. According to the 1989/1990 Demographic Health Survey, more than 26 per cent of currently married women want no more children. However, only 9 per cent of them are using any contraceptive method. About 45 per cent of the population is under the age of 15. Mortality, though falling, is still high: The estimated crude death rate is 14.4 per 1,000, and the life expectancy at birth is 50.6 years for males and 53.0 years for females. The infant mortality rate, estimated at 99 per 1,000 live births, is also high. Of great concern to the Government is the maternal mortality rate, which, at 660 per 100,000 live births, is among the highest in the world. Seventy-three per cent of the population is illiterate, and this rate is considerably higher among females (88 per cent). The combined enrolment in primary and secondary education is 36 per cent of school-age children. Only 50 per cent of the population has access to health services and to safe water.

10. With a per capita income of $330 a year, Sudan is classified as a least developed country. The Sudanese economy suffers from deficits in the budget and in the balance of payments. According to

the Central Bank of Sudan, the current deficit in the balance of payments is $548.8 million compared to a deficit of $216.3 million in 1991.

11. The decline in the economy has been manifested in many aspects of economic and social life. Unemployment is high; the standard of living is low; and the physical infrastructure of roads, transport, communications and energy have deteriorated due to lack of maintenance and spare parts. The Government initiated a three-year National Economic Salvation Programme (1990-1993) to reform the economy through measures such as abolishing import licensing, floating the Sudanese pound and removing currency exchange controls. The exchange rate is now fixed by commercial banks on a daily basis. The value of the Sudanese pound has depreciated from LS 90 per U.S. dollar in February 1992 to LS 393 per U.S. dollar in October 1994. The inflation rate exceeded 100 per cent during the first three quarters of 1994.

12. Desertification is a major constraint to development in the Sudan. It particularly affects agricultural development in the northern half of the country where over half of the population lives. Deforestation (growing at the alarming rate of 104,000 hectares per year), inadequate sewage treatment and contamination of land and water are other serious environmental concerns.

13. The Government considers the rates of population growth and fertility as acceptable, but it considers the mortality rates and the levels of internal migration to be too high and unacceptable. The Government is also concerned about the country's distribution of population. It therefore wishes to address these issues within the context of its population policy, which was enacted in May 1994. The Government has accepted the need for increased duration of breast feeding; the adoption of modern family planning methods as a means of improving the health of mothers and children; and the desire to upgrade women's participation in economic activities and occupation of high-level government positions. The Government also endorsed the recommendations of the National Population Conference to establish a National Population Council under the patronage of the President and chaired by the Minister of Social Development.

14. Among the Government's specific health targets (as defined in the Comprehensive National Strategy Plan) are to reduce maternal and infant mortality rates by 50 per cent and 33 per cent, respectively, between 1992 and 2000, and to provide access to family planning services for all couples who want them so as to decrease the incidence of unwanted, frequent or high-risk pregnancies. Emphasis on primary health care, training of traditional birth attendants (TBAs) and eradication of harmful practices against women are key elements in the Government's health strategy. A Maternal and Child Health and Family Planning Directorate was established in 1985 under the Primary Health Care Directorate of the Ministry of Health to provide reproductive health and family planning services. Although the Government did not participate in the International Conference on Population and Development (ICPD), its health targets are in line with those of the ICPD Programme of Action.

## III. LESSONS LEARNED

15. Sudan is a UNFPA priority country. Based on the recommendations of the Fund's 1978 Basic Needs Assessment mission, the first country programme (1980-1985) was approved in the amount of $7.1 million, of which $6 million was spent. Prior to that, UNFPA had provided $1.7 million on a project-by-project basis. Expenditures for 1986, the interim year between the end of the first programme and the start of the second country programme, amounted to $1.37 million. The second country programme (1987-1991), approved in the amount of $8 million, was based on the findings and recommendations of the Fund's 1985 Basic Needs Assessment mission. An additional $300,000 was allocated in 1989 in response to the emergency situation created by floods in the country. Expenditures during 1987-1990 amounted to $7.8 million; expenditures for 1991 amounted to $1.2 million. The interim country programme (1992-1993), which was approved in the amount of $5.5 million, was extended to the end of 1994 due to a low implementation rate (52 per cent). Total expenditures at the end of 1994 are estimated at $5 million.

16. Several factors contributed to the slow implementation of the programme: the decline in the economy; severe institutional, administrative and logistical constraints; the effect of natural and environmental disasters (floods, desertification and deforestation); the war in the South; frequent changes among project staff who have been assigned to the newly-established states under the Government's decentralization policy; and delays in procurement of equipment and lack of timely financial reporting by executing agencies.

17. Despite this relatively slow implementation rate, the interim country programme for 1992-1993 and the project-by-project extension in 1994 succeeded in varying degrees in strengthening national institutions dealing with population issues and in providing major support for data collection and analysis and training in the area of population. Other United Nations agencies, NGOs and government institutions were among the users of the population data collected and analysed under UNFPA-supported projects.

18. The interim country programme succeeded in increasing government and public awareness of, and attention to, population issues, in particular to the interrelationship between population and development. UNFPA's support also resulted in improved reproductive health and family planning services through, among other things, the training of paramedical staff, especially village midwives and TBAs, and the integration of training on STDs, including HIV/AIDS, into the training programme of service providers. In the period 1992-1994, UNFPA was the major supplier of contraceptives to Sudan, as bilateral donors stopped providing assistance to the country. UNFPA support helped to complete successfully the 1993 Population and Housing Census and to produce and publish advance tabulations for the six northern states, and to train staff. UNFPA assistance helped to establish a database on human resources, to introduce population education into schools and in out-of-school settings, to disseminate population information to various parts of the country, to enhance women's management and marketing skills and to raise their incomes.

19. Under the interim country programme and its extension, RH/FP activities continued to be a priority for UNFPA assistance, with more than 40 per cent of the total funds allocated to this sector.

UNFPA assistance was provided to improve maternal and child health and family planning (MCH/FP) activities in Eastern State, which is a Government priority area, as well as to displaced people around Khartoum. However, implementation of the MCH/FP activities in Eastern State was delayed due to difficulties in identifying an executing agency and lack of supporting activities. UNFPA assistance helped to raise awareness of MCH/FP among women of reproductive age and to train health workers, including village midwives and TBAs, in the provision of MCH/FP services in Bara Province of Northern Kordofan State. UNFPA supported the National AIDS Control Programme through training of service providers and the provision of awareness-creation materials. The programme succeeded in training paramedical staff, providing equipment and distributing contraceptive supplies.

20. UNFPA assisted three activities in raising awareness of population problems and one in integrating population education into the curricula of the school system. The first was directed towards a census publicity campaign and awareness of population issues for the general public; the second was to develop interpersonal communication skills among selected factory workers to enable them to act as family planning motivators and to disseminate information on health and family planning to the organized labour sector; the third was directed at conducting national and regional media campaigns to promote the benefits of family planning, breast feeding, and balanced nutrition and to discourage harmful traditional practices such as female circumcision. The fourth activity attempted to extend population education to teachers' training colleges and universities and to the general public. However, population education is not yet fully integrated into the curricula of schools and colleges owing primarily to frequent changes in school curricula.

21. During the previous programme, UNFPA supported three activities to collect, process and analyse population data. The first activity was in support of the 1993 Population and Housing Census covering all aspects of the census operations, training of enumerators and data processors, and preliminary analysis of the findings. The enumeration phase was successfully completed by 15 April 1993, and the provisional results were announced on 15 June 1993. The census was also successful in producing and publishing advance tabulations for the six northern states based on the 10 per cent sample of urban households and 5 per cent sample of rural households. These data were widely used by different United Nations agencies, government institutions and NGOs. The project was also effective in providing up-to-date data for the National Population Conference held in Khartoum in May 1994. The second activity aimed at collecting special data and establishing a database at the Ministry of Labour and Administrative Reform on labour migration. The Central Bureau of Statistics assisted in conducting the survey on migration and the labour force and in producing six analytical papers on the impact of migration and labour-force mobility on the country's development plans. The implementation of this activity has contributed to building up the national capacity to design surveys, collect information on labour migration and undertake related research studies. The third activity, which sought to institutionalize population training and research at the University of Gezira, succeeded in introducing an undergraduate programme in demography. A Master's programme was approved in September 1994.

22. In the interim programme, UNFPA provided support to the Department of Technical Assistance at the Ministry of Economic Planning and Investment (MEPI) through two activities: the first, to formulate a sound population policy and plan of action; and the second, to integrate population

variables into government development planning. Under the first activity, the Fourth National Population Conference, held in May 1994, recommended that a National Population Council be established under the patronage of the President of Sudan and the chairmanship of the Minister of Social Planning. The second activity, although successful in undertaking relevant policy studies, organizing regional seminars and training staff of the Ministry of Economic Planning and Investment, fell short of making population factors an integral part of development planning.

23. In the interim country programme, UNFPA assisted in providing training through Ahfad University for Women to prepare women for senior posts in the areas of health and population. UNFPA succeeded in establishing a Unit for Women's Studies and Population at Ahfad University for Women at the undergraduate level. This unit achieved success beyond expectations in sensitizing students and others to population and gender issues and in training university staff, who then participated as consultants in the execution of UNFPA-supported activities.

24. UNFPA also succeeded in establishing and equipping two training centres for women in two villages; bringing together higher educational institutions dealing with women, population and development in a special workshop on developing curricula for women's studies in Sudan; and providing a training package on literacy, family planning, home economics, handcraft and sewing to more than 1,000 women. In 1994, UNFPA started an activity to assist the Ministry of Social Planning in setting up a functional women's centre in each of 25 villages south of Shendi town on the east bank of the Nile, north of Khartoum. Baseline and market studies were undertaken, women's committees were formed, and village centres were identified and are now undertaking training in income-generating activities. The implementation of the project was delayed due to high turnover among project staff and difficulties in recruiting a United Nations Volunteer. Another activity that was also initiated in 1994 aims at assisting the General Directorate of Youth Training and Rehabilitation in promoting the status of women in the displaced persons camp of Hay Baraka, north of Khartoum. It has succeeded in establishing a training centre for women that includes training facilities for income-generating activities, a kindergarten and a health clinic.

## IV. PROPOSED PROGRAMME 1995-1996

25. Specific objectives of the programme. The proposed programme seeks to continue to provide reproductive health and family planning services to the poor and rural populations of eastern region (Kassal, Gadarif and Port Sudan States) and of Bara Province of Northern Kordofan State and to displaced women around Khartoum. A key objective of the programme would be to support government efforts to eradicate harmful traditional practices against women, particularly female genital mutilation, and to sensitize the public to the consequences of such practices. UNFPA would support closely interrelated RH/FP, IEC and women, population and development (WPD) activities in coordination with the Area Development Scheme, which is a multi-donor rural-development programme coordinated by UNDP. The Fund would also continue to provide support to the National AIDS Control Programme to combat the spread of STDs, including HIV/AIDS, by strengthening the institutional capacity of the Ministry of Health in managing, administering and implementing preventive measures.

26. In addition, the programme would seek to: (a) integrate reproductive health and family planning information, education and communication activities into RH/FP services; (b) create awareness about population issues among parliamentarians and policy makers; (c) help integrate population education into the curricula of basic and secondary schools, teachers' training institutes and literacy programmes; (d) strengthen the national capacity to collect, analyse, disseminate and effectively use population data; (e) assist in establishing the National Population Council and in formulating a Master Plan of Action to translate population policy directions into action; and (f) promote the empowerment of women by helping to improve their health, economic and literacy status.

27. Programme strategy. The proposed programme would focus on reproductive health and family planning. The other areas of the programme would be formulated in such a way as to support and complement the RH/FP activities. Information disseminated through the mass media and interpersonal communication channels would be designed to create awareness and promote favourable attitudes towards reproductive health and family planning methods and to discourage harmful traditional practices. The census and survey data on levels of fertility, maternal and infant mortality and morbidity and contraceptive prevalence rates would be used to guide reproductive health and family planning activities. Population research and gender-related studies undertaken by Gezira University and the Ahfad University for Women would address reproductive health and family planning issues and would be utilized in the design of programme activities.

28. While reproductive health and family planning constitutes the main thrust of the programme, efforts would be made to maintain coherence among the various sectors of the programme so that they would reinforce one another. For instance, the flow of data collected and analysed would assist in identifying the various target audiences for the programme's IEC activities. Similarly, mass-media and interpersonal communications channels would be used to disseminate the findings of the census and other surveys. Also, data disaggregated by gender would be used by women's research institutes, such as Ahfad University for Women, in undertaking studies on women, population and development, which would in turn be used by population policy institutes to formulate a policy on women.

29. The proposed programme would concentrate on building the capacity of government institutions, NGOs and population research centres at the national and state level. The programme would aim to enhance the capabilities of the Ministry of Health and the Sudan Family Planning Association (SFPA) in providing reproductive health and family planning services, in training health cadres and in establishing and running an efficient logistical system for contraceptive supply, management and distribution. The capacity of Ahfad University for Women, Gezira University and the Central Bureau of Statistics in undertaking population-related research would also be enhanced. An important aim of the strategy would be to improve the ability of the National Population, Information and Communication Centre of the Ministry of Culture and Information to disseminate information in support of various population activities and to help the Ministry of Finance to integrate population variables into its planning activities.

30. The proposed interim programme would also consolidate and complement on-going activities including those supported by other United Nations agencies and organizations. It would revise on-going activities, whenever needed, and extend support to more successful activities. The activities would be

undertaken at both the national and state levels in order to maximize the number of people benefiting from the programme. Although the partners of the Joint Consultative Group on Policy (JCGP) plan to harmonize their programme cycles beginning in 1997, the UNFPA field office in Sudan will strive to strengthen interagency collaboration and coordination during the proposed interim programme.

31. Building on the experience of previous population activities, UNFPA would work to improve programme design, management, monitoring and evaluation by carrying out extensive backstopping missions and by training national staff in UNFPA's financial regulations and programme management procedures. The programme would work to find ways to increase national execution of activities and to strengthen collaboration and coordination with the related activities of other United Nations agencies.

32. All activities under the proposed programme, as in all UNFPA-assisted activities, would be undertaken in accordance with the principles and objectives of the Programme of Action of the International Conference on Population and Development (ICPD) which was endorsed by the General Assembly through its resolution 49/128; that is, that human beings are at the centre of concerns for sustainable development (principle 2 of the Programme of Action); that population-related goals and policies are integral parts of cultural, economic and social development, the principal aim of which is to improve the quality of the life of all people (principle 5); that advancing gender equality and equity and the empowerment of women, and the elimination of all kinds of violence against women, and ensuring women's ability to control their own fertility, are cornerstones of population and development-related programmes (principle 4); that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (principle 8); that reproductive health-care programmes should provide the widest range of services without any form of coercion (principle 8); and that the principle of informed free choice is essential to the long-term success of family-planning programmes; that any form of coercion has no part to play; that governmental goals for family planning should be defined in terms of unmet needs for information and services; and that demographic goals, while legitimately the subject of government development strategies, should not be imposed on family-planning providers in the form of targets or quotas for the recruitment of clients (chap. VII, para. 12 of the Programme of Action).

Programme activities

33. Reproductive health and family planning. The proposed programme would employ a four-pronged approach in this area: (a) strengthen the capacity of the Sudan Family Planning Association to provide reproductive health and family planning services; (b) support labour unions in providing reproductive health and family planning services through MCH/FP clinics and in creating awareness among workers in the organized sector in Khartoum; (c) support government efforts to eradicate harmful traditional practices against women; and (d) continue to provide reproductive health and family planning services to the poor and rural populations of the three states in the eastern region, Northern Kordofan State and to displaced women around Khartoum and to provide support for RH/FP services within the context of the Area Development Scheme coordinated by UNDP. UNFPA would provide $3.1 million for activities in the area of reproductive health and family planning.

34. UNFPA would continue to provide assistance to the Sudan Family Planning Association, the leading NGO in the field of reproductive health and family planning, to strengthen and upgrade its capacity to provide RH/FP services. The programme would seek to strengthen the SFPA's existing reproductive health and family planning facilities and services by training medical personnel, improving the managerial skills of health system managers, enhancing the collection and analysis of health and family planning statistics, developing a management information system (MIS) in the area of contraceptive supply, and strengthening family planning information activities and service delivery.

35. Harmful traditional practices, especially female genital mutilation, constitute a major health problem in Sudan. It is estimated that more than 90 per cent of girls are circumcised. The health consequences of these practices are fully documented, and it is the Government's policy to eradicate female genital mutilation. UNFPA would thus continue its support to Ahfad University for Women to institutionalize a sustained and integrated programme of reproductive health care that includes the eradication of such harmful practices. The Fund would also support sensitization activities to help bring about positive changes in attitude and behaviour towards efforts to reduce harmful traditional practices and to promote reproductive health and family planning practices and services.

36. Contraceptive requirements. UNFPA has been the major supplier of contraceptives to Sudan since 1992. The Fund would continue to provide Sudan with contraceptives to meet its national needs during the course of the proposed interim programme, earmarking $2 million of the $3.1 million allocated to the RH/FP sector for this purpose. To ensure continuity of supplies and to facilitate needed logistical arrangements for distribution, it is important to monitor trends and projections in the consumption of different types of contraceptives. To meet the expected growth of contraceptives needs, the Ministry of Health has proposed establishing a Family Planning Commodities Committee involving concerned government officials, NGOs and UNFPA. UNFPA would support fielding an adviser to help the Committee review current patterns of contraceptive supply and improve their storage and management. Especially important would be the development and maintenance of a management information system for an efficient supply, distribution and accounting of contraceptives.

37. Information, education and communication. UNFPA would continue its assistance to the National Population, Information and Communication Centre at the Ministry of Culture and Information to conduct mass media campaigns at the national and state level in support of the proposed programme's reproductive health and family planning activities. Such campaigns would also focus on preventive reproductive health care, in particular as concerns HIV/AIDS, and seek to create awareness about traditional harmful practices against women. The Fund would also continue to support activities initiated in the previous programme to promote awareness of family planning among factory workers and their families in Khartoum.

38. In light of the restructuring of the educational system in Sudan, UNFPA would help the Ministry of Education evaluate previous population education activities and curricula materials and adjust the population education concepts, terminology and modules to fit within the framework of the new educational system. A total of $500,000 would be devoted to IEC activities.

39. Data collection and analysis. UNFPA would provide support to analyse, disseminate and utilize data collected during the previous interim programme and to strengthen the national institutional capacity in the area of data collection and analysis. This support would include four activities. The first would complement the work of the 1993 Population and Housing Census by completing the data processing, tabulation, analysis and dissemination of census results. Special reports on data evaluation, projections and policy-related studies would be prepared. The second activity would seek to strengthen the national capacity to make better use of data and to integrate population variables into development planning. Key activities would be to train the statisticians of the Central Bureau of Statistics (CBS) and other concerned ministries in the use of demographic techniques and micro-computer software packages; to organize training seminars and workshops on special topics for planners and policy makers; and to establish a computerized database for micro-level planning. The third activity would be designed to help the Population Study Centre at Gezira University institutionalize the Master's programme in demography. The fourth activity would focus on strengthening the database of the Ministry of Labour Migration and Administrative Reform on labour migration and refugees. UNFPA would provide a total of $1.2 million for these activities.

40. Women, population and development. UNFPA would continue to support activities initiated in 1994 that aim at improving the health, literacy and economic status of women in rural areas and in the refugee area of Hay Baraka, in collaboration with Ahfad University for Women, the Ministry of Social Planning and the German Development Service. UNFPA would provide assistance for strengthening the capacity of universities and government institutions dealing with women's issues to enable them, among others things, to produce training packages for women at the grass-roots level and to conduct research on women's issues. UNFPA would continue to ensure that gender considerations are incorporated into all population activities. UNFPA proposes to provide $500,000 to activities in this area.

41. Population policy formulation. UNFPA would provide technical assistance in establishing the proposed National Population Council and its supporting bodies and would help to develop a master plan of action to guide its work. The Fund would also provide assistance to the Ministry of Finance to undertake research and policy-formulation activities to ensure the effective use of human resources and to facilitate the integration of population variables into development planning. The prospects for success in these activities are greater than in the past primarily due to the Government's increased commitment to population issues, as reflected in its endorsement for the establishment of the proposed National Population Council. UNFPA would provide a total of $500,000 for activities in this area.

Programme implementation

42. The proposed interim programme would be implemented by the concerned government institutions, NGOs and the Population and Women Studies Centres of Gezira University and Ahfad University for Women. The Ministry of Finance, the Central Bureau of Statistics and the Ministry of Labour Migration and Administrative Reform would implement activities related to the analysis of the census and survey data; establishment of databases on labour migration and undertaking of policy-related studies. The Ministry of Social Planning would be responsible for the establishment of the National Population Council and development of the Master Plan of Action to guide the Council's

policy directions. The Ministry of Health and the Sudan Family Planning Association would implement proposed reproductive health and family planning activities, including those designed to combat the spread of STDs and HIV/AIDS. Ahfad University for Women would implement the integrated programme to eradicate harmful traditional practices and provide reproductive health care and would continue to conduct gender-related studies. The National Population, Information and Communication Centre of the Ministry of Culture and Information would be in charge of the dissemination of information in support of various population-related activities.

Non-governmental organizations

43. NGOs have been actively involved in the implementation of UNFPA-supported activities in Sudan in the areas of reproductive health and family planning and of IEC. They have contributed to the provision of clinical family planning services, the distribution of contraceptives and the dissemination of knowledge and information about Safe Motherhood and child-spacing. Under the 1995-1996 interim country programme, UNFPA would extend assistance to NGOs to help them, inter alia, train their health and administrative staff, upgrade their organizational and managerial structures, and strengthen their logistical systems. This would enable NGOs to expand their geographical coverage, improve the quality of the reproductive health and family planning services they provide, and contribute more effectively to the achievement of the Government's ambitious health goals as articulated in the Comprehensive National Strategy Plan for 1992-2002. UNFPA proposes to provide $200,000 to help NGOs carry out activities in these areas, particularly those of the Sudan Family Planning Association.

Emergency assistance

44. UNFPA has set aside an amount of $300,000 in order to provide assistance for RH/FP and related activities in emergency situations that may arise as a result of internal conflicts and large-scale emergency operations under way in the country.

Programme reserve

45. An amount of $200,000 would be set aside as a programme reserve to allow for any unforeseen activities that may arise during the period of the proposed interim programme. Several national project posts necessary for the successful implementation of this programme would be charged against the reserve.

Programme coordination

46. The Ministry of Finance is the government agency responsible for coordination of population and development programmes in Sudan, while the proposed National Population Council would seek to strengthen coordination and follow-up mechanisms in the field of population. UNFPA would work closely with the Ministry of Finance, the National Population Council and other concerned ministries and government departments in matters related to programme formulation, coordination, execution and management. In the proposed interim programme, UNFPA would continue its close cooperation with NGOs, such as Care International and the Sudan Family Planning Association as well as with the

German Development Service and the German Agency for Technical Cooperation. UNFPA would harmonize its programme with those of its partner organizations in the JCGP in the next cycle starting in January 1997.

Programme monitoring, evaluation and management

47. All country programme activities would have built-in monitoring and evaluation components. In addition, all activities would be subject to standard progress reports, monitoring field visits, and review meetings. UNFPA would make full use of available and appropriate national technical assistance, complemented by the UNFPA Country Support Team located in Amman, Jordan. A Programme Review and Strategy Development (PRSD) exercise is planned for 1995 to review work accomplished to date and to recommend the scope and nature of the next country programme for the period 1997-2001.

Financial summary

48. As indicated in paragraph 1 above, UNFPA would provide assistance over the two-year period, 1995-1996, in an amount of $6,500,000 from its regular resources.

| | UNFPA regular resources $ |
|---|---|
| Reproductive health and family planning | 3,100,000 |
| Information, education and communication | 500,000 |
| Data collection and analysis | 1,200,000 |
| Population policy formulation | 500,000 |
| Women, population and development | 500,000 |
| Non-governmental organizations | 200,000 |
| Emergency assistance | 300,000 |
| Programme reserve | 200,000 |
| Total | 6,500,000 |

## V. RECOMMENDATION

49. The Executive Director recommends that the Executive Board approve the programme for Sudan as presented, subject to the availability of resources, and authorize the Executive Director to make the necessary arrangements for its management, funding and execution.

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